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ABSTRACT

This report discusses use of organizational facilitators as agents for school change. Substantive change requires guidance and support from professionals with mastery level competence for creating a climate for change, facilitating change processes, and establishing an institutional culture where key stakeholders continue to learn and evolve. The organization facilitator is intended to provide expertise necessary to help schools implement and institutionalize substantially new approaches. Organizational facilitators are one of several temporary mechanisms created to facilitate and guide systemic change, including: the site-based steering mechanism; the site-based change team; and mentors and coaches. The organization facilitator's core functions require a person whose background has prepared him or her to understand the specific systemic changes to be accomplished and how to work with site stakeholders as they restructure their programs. This report describes how two districts used organizational facilitators to restructure education support programs (the Los Angeles Unified School District, California, and the Detroit Public Schools, Michigan). Three appendixes present: expanding educational reform to address barriers to learning--restructuring student support services and enhancing school community partnership; initial plan for the organization facilitator in phasing reforms; and reasons to restructure student support services. (Contains 36 references.) (SM)

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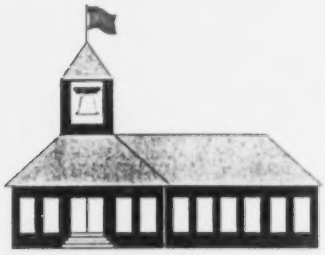

Organization Facilitators: A Change Agent for Systemic School and Community Changes

February, 2001

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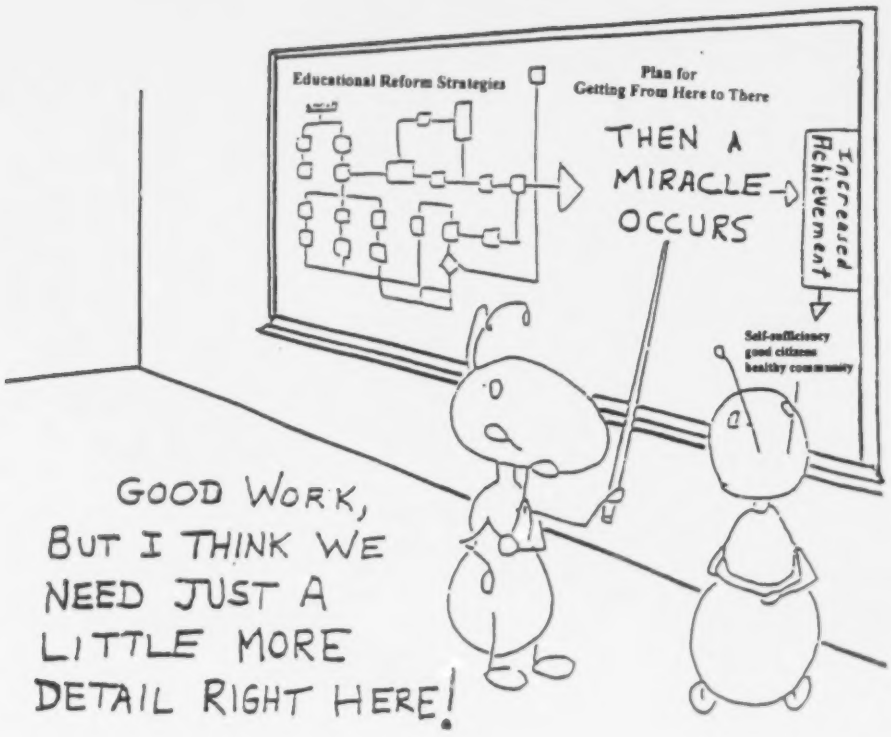

Preface

Over the last 10-15 years, we have focused on how to make successful systemic change less than a miracle. Some of this work is published in the journals; other facets are reflected in the resource materials circulated by our Center at UCLA. One of the frequent inquiries we receive is for more information on this work and, in particular, for information about the school system change agent mechanism we have designated as an Organizational Facilitator. This report pulls together a discussion of the Organization Facilitator roles and functions.

For more on systemic changes related to schools and their interface with communities, search the Center's resources through the Internet – http://smhp.psych.ucla.edu or request that a resource list be sent to you.

Howard S. Adelman & Linda Taylor
Co-directors

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Organization Facilitators:
A Change Agent for Systemic School and Community Changes

Currently, any school where a significant number of students are not performing well is under the gun to reform and restructure. This has led to many initiatives for major systemic school change and school-community linkages. Often, the complexity of the systemic changes involved requires knowledge and skills not currently part of the professional preparation of those called on to act as change agents. For example, few school professionals assigned to make major reforms have been taught how to create the necessary motivational readiness among a critical mass of stakeholders, nevermind knowing how to institutionalize and facilitate replication and scale-up of new approaches.

Substantive changes require guidance and support from professionals with mastery level competence for creating a climate for change, facilitating change processes, and establishing an institutional culture where key stakeholders continue to learn and evolve. For instance, a considerable amount of organizational research in schools, corporations, and community agencies outlines factors for creating a climate for institutional change. The literature supports the value of (a) a high level of policy commitment that is translated into appropriate resources (leadership, space, budget, time); (b) incentives for change, such as intrinsically valued outcomes, expectations for success, recognitions, and rewards; (c) procedural options from which those expected to implement change can select those they see as workable; (d) a willingness to establish mechanisms and processes that facilitate change efforts, such as a governance mechanism that adopts ways to improve organizational health; (e) use of change agents who are perceived as pragmatic -- maintaining ideals while embracing practical solutions; (f) accomplishing change in stages and with realistic timelines, (g) providing feedback on progress; and (h) institutionalizing support mechanisms to maintain and evolve changes and to generate periodic renewal. An understanding of concepts espoused by community psychologists such as empowering settings (Maton & Salem, 1995) and enhancing a sense of community also can make a critical difference (Rappaport, 1995; Trickett, Watts, & Birman, 1995; Zimmerman, 1995).

Building on what is known about organizational change, our Center staff for many years has been working on a change model for use in establishing, sustaining, and scaling-up school and community reforms. In this context, we have developed a position called an *Organization Facilitator* to aid with major restructuring (Adelman, 1993; Adelman & Taylor 1997; Center for Mental Health in Schools, 1999a; 1999b; Taylor & Adelman 1999). This specially trained change agent embodies the necessary expertise to help school sites and complexes implement and institutionalize substantively new approaches.

Organizational Facilitators in Context

Organizational facilitators are one of several *temporary* mechanisms created to facilitate and guide systemic change. Once systemic changes have been accomplished effectively, all temporary mechanisms are phased out -- with any essential new roles and functions assimilated into regular structural mechanisms. To illustrate the infrastructure context in which an Organizational Facilitator works, it helps to think in terms of four key temporary mechanisms that we view as essential to successful systemic change. These are: (1) a site-based *steering* mechanism to guide and support replication, (2) a site-based *change team* (consisting of key site-stakeholders) that has responsibility for coalition building, implementing the strategic plan, and maintaining daily oversight (including problem solving, conflict resolution, and so forth), (3) a *change agent* (e.g., organization facilitator) who works with the change team and has full-time responsibility for the daily tasks involved in creating readiness and the initial implementation of desired changes, and (4) *mentors* and *coaches* who model and teach specific elements of new approaches.

- ***Steering.*** When it comes to schools, systemic change requires shifts in policy and practice at several levels (e.g., a school, a "family" of schools, a school district). Each jurisdictional level needs to be involved in one or more steering mechanisms. A steering mechanism can be a designated individual or a small committee or team. The functions of such mechanisms include oversight, guidance, and support of the change process to ensure success. If a decision is made to have separate steering mechanisms at different jurisidictional levels, an interactive interface is needed between them. And, of course, a regular, interactive interface is essential between steering and organizational governance mechanisms. The steering mechanism is the guardian of the "big picture" vision.

- ***Change Agent and Change Team.*** During replication, tasks and concerns must be addressed expeditiously. To this end, a full time agent for change plays a critical role. In our work with schools, we use an Organizational Facilitator as the change agent. One of this facilitator's first functions is to help form and train an on-site change *team.* Such a team (which includes various work groups) consists of personnel representing specific programs, administrators, union chapter chairs, and staff skilled in facilitating problem solving and mediating conflicts. This composition provides a blending of outside and internal agents for change who are responsible and able to address daily concerns.

  With the change agent initially taking the lead, members of the change team (and its work groups) are catalysts and managers of change. As such, they must ensure the "big picture" is implemented in ways that are true to the vision and compatible with the local culture. Team members help develop linkages among resources, facilitate redesign of regular structural mechanisms, and establish other temporary mechanisms. They also are problem solvers -- not only responding as problems arise but taking a proactive stance by designing strategies to counter anticipated barriers to change, such as negative reactions and dynamics, common factors interfering with working relationships, and system deficiencies. They do all this in ways that enhance empowerment, a sense of community, and general readiness and commitment to new approaches. After the initial implementation stage, they focus on ensuring that

institutionalized mechanisms take on functions essential to maintenance and renewal. All this requires team members who are committed each day to ensuring effective replication and who have enough time and ability to attend to details.

- ***Mentors and Coaches***. During initial implementation, the need for mentors and coaches is acute. Inevitably new ideas, roles, and functions require a variety of stakeholder development activities, including demonstrations of new infrastructure mechanisms and program elements. An Organization Facilitator is among the first providing mentorship. The change team must also identify mentors indigenous to a particular site and others in the system who have relevant expertise. To expand the local pool, other stakeholders can usually be identified and recruited as volunteers to offer peer support. A regularly accessible cadre of mentors and coaches is an indispensable resource in responding to stakeholders' daily calls for help. (Ultimately, every stakeholder is a potential mentor or coach for somebody.) In most cases, the pool will need to be augmented periodically with specially contracted coaches.

Organization Facilitator Functions

With the above as context, we turn to a more detailed look at an Organizational Facilitator as an agent for *school change*. As suggested above, such an individual might be used as a change agent for one school or a group of schools. A cadre of such professionals might be used to facilitate change across an entire district. The focus might be on changes in a few key aspects or full-scale restructuring.

Regardless of the nature and scope of the work, an Organization Facilitator's core functions require an individual whose background and training have prepared her/him to understand

- *the specific systemic changes (content and processes) to be accomplished* (In this respect, a facilitator must have an assimilated understanding of the fundamental concerns underlying the need for change.)

- *how to work with a site's stakeholders as they restructure their programs* (e.g., how to be an effective agent of change).

As can be seen in the Exhibit on the following page, the main work revolves around planning and facilitating:

- infrastructure development, maintenance, action, mechanism liaison and interface, and priority setting

- stakeholder development (coaching -- with an emphasis on creating readiness both in terms of motivation and skills; team building; providing technical assistance; organizing basic "interdisciplinary and cross training")

- communication (visibility), resource mapping, analyses, coordination, and integration

- formative evaluation and rapid problem solving

- ongoing support

Exhibit

General Domains and Examples of Task Activity for an Organization Facilitator

1. Infrastructure tasks

(a) Works with governing agents to further clarify and negotiate agreements about

- policy changes
- participating personnel (including administrators authorized to take the lead for the systemic changes)
- time, space, and budget commitments

(b) Identifies 1-2 staff (e.g., administrator and a line staff person) who agree to lead the change team/s)

(c) Helps leaders to identify members for the Change and ProgramTeam(s) and prepare the members to carry out functions

2. Stakeholder development

(a) Provides general orientations for governing agents

(b) Provides leadership coaching for site leaders responsible for systemic change

(c) Coaches team members (about purposes, processes)

Examples: At a team's first meeting, the Organization Facilitator offers to provide a brief orientation presentation (including handouts) and any immediate coaching and specific task assistance that team facilitators or members may need. During the next few meetings, coaches might help with mapping and analyzing resources. They might also help teams establish processes for daily interaction and periodic meetings.

(d) Works with leaders to ensure presentations and written information about infrastructure and activity changes are provided to the entire staff and other stakeholders

3. Communication (visibility), coordination, and integration

(a) Determines if info on new directions (including leadership and team functions and membership) has been written-up and circulated. If not, Facilitator determines why and helps address systemic breakdowns; if necessary, effective processes are modeled.

(b) Determines if leaders and team members are effectively handling priority tasks. If not, the Facilitator determines why and helps address systemic breakdowns; if necessary, effective processes are modeled.

(cont.)

Exhibit (cont.)
General Domains and Examples of Task Activity for an Organization Facilitator

(c) Determines if change and program teams have done the following (and if not, takes appropriate steps)

- mapped out current activity and resources
- analyzed activity and resources to determine
  > how well they are meeting desired functions and how well coordinated/ integrated they are (with special emphasis on maximizing cost-effectiveness and minimizing redundancy)
  > what needs to be improved (or eliminated)
  > what is missing, its level of priority, and how and when to develop it
- written-up and circulated information about all resources and plans for change

(d) Determines the adequacy of efforts made to enhance communication to and among stakeholders and, if more is needed, facilitates improvements

(e) Determines if systems are in place to identify problems related to functioning of the infrastructure and communication systems. If there are problems, determines why and helps address any systemic breakdowns

(f) Checks on visibility of reforms and if the efforts are not visible, determines why and helps rectify

4. Formative Evaluation and rapid problem solving

(a) Works with leaders and team members to develop procedures for formative evaluation and processes that ensure rapid problem solving

(b) Checks regularly to be certain there is rapid problem solving. If not, helps address systemic breakdowns; if necessary, models processes.

5. Ongoing Support

(a) Offers ongoing coaching on an "on-call" basis

For example: informs team members about ideas developed by others or provides expertise related to a specific topic they plan to discuss.

(b) At appropriate points in time, asks for part of a staff meeting to see how things are going and (if necessary) to explore ways to improve the process

(c) At appropriate times, asks whether participants have dealt with longer-range planning, and if they haven't, determines what help they need

(d) Helps participants identify sources for continuing development/education

For systemic changes across a school district, a cadre of Organization Facilitators provide a change agent mechanism that seems essential to system-wide adoption/adaptation of major reforms. They are in a unique position to create the trust, knowledge, skills, and the attitudes essential for the kind of working relationships required for effective systemic change. Through the training they provide, each stakeholder has the opportunity to clarify roles, activities, strengths, and accomplishments, and learn how to link with each other.

Two Districts Use of Organizational Facilitators to Restructure Education Support Programs

Los Angeles Unified School District

Our work in developing the concept of an Organization facilitator began around 1990 as part of efforts to develop school-based approaches to provide early assistance for students and their families in the Los Angeles Unified School District (LAUSD). That work was concerned with the reality that many students experience significant factors (many of which are external barriers) that interfere with their doing well at school. Consequently, before a large proportion of students in many schools can benefit significantly from instruction, schools must enable learning by attending to as many of these barriers as is feasible. This means making fundamental changes in education support activity and finding ways to integrate these enabling activities with community resources. This requires moving away from fragmented and categorical services and toward comprehensive, multifaceted, and integrated approaches. In effect, it involves establishing an "enabling component" as a primary and essential part of every school reform and restructuring effort (see Appendix A).[1]

Staff at all levels require assistance in establishing and maintaining an appropriate infrastructure for a component to address barriers to learning. Specially trained *Organization Facilitators* represent a mechanism that embodies the necessary expertise to help (a) develop essential school-based leadership, (b) establish program and coordinating teams and councils, and (c) clarify how to link up with community resources.

As initially piloted, the work of the Organization Facilitators involved helping schools and clusters of schools phase in an enabling component. In general, the Facilitator's first step was to help policy makers understand the need to restructure the school's support programs and services. This led to adoption of the enabling component concept by the site's governance body and to an agreement about the role the Organization Facilitator would play in helping staff implement reforms.

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[1] As states and districts have adapted versions of an Enabling Component, they have adopted different names for it. For example, it is sometimes called a Learning Supports Component or a Supportive Learning Environment Component; the State of Hawaii calls it a Comprehensive Student Support System (CSSS).

The process of restructuring began with assignment of an assistant principal to function as the component's administrative leader and establishment of a coordinating team consisting of the school's pupil service personnel, the administrative leader, the staff lead, and several teachers. As a focal point for restructuring, the Organization Facilitator helped the team map and analyze all school resources being used to address barriers to student learning. The six interrelated areas described in Appendix A provided a template to organize mapping and analyses. A set of self-study surveys have been designed as resource aids for this activity. (These surveys are available from the Center and can be downloaded from the Center's website at http://smhp.psych.ucla.edu).

By clustering existing activities into the six areas, the team was able to consider a new programmatic vision for the school's efforts to address barriers to learning and enhance healthy development. In essence, they now had a "curriculum." By analyzing activities from this perspective, the team identified essential activities, major programmatic gaps, redundant efforts, and several long-standing activities that were having little effect. Decisions were made to eliminate redundant and ineffective activity and redeploy the resources to strengthen essential programs and begin to fill gaps.

As one facet of the school's community outreach, the Organization Facilitator has trained staff how to bring community resources to the site in ways that do not displace essential school resources. This is accomplished by integrating the community as part of the enabling component -- linked each available community resource to one or more of the six areas either to fill a gap or enhance the school staffs' efforts by becoming part of an ongoing program. To ensure coordination and integration, all community agencies working at the site are asked to have a representative participate on the Resource Coordinating Team.

Appendix B describes how the Organization Facilitator work was designed to phase-in the reforms (including a benchmark checklist). Also in Appendix B are descriptions of resource coordinating teams and multi-locality councils.

By the mid 1990's, the District was further pioneering the use of Organization Facilitators as it undertook a system-wide restructuring of its education support programs and services based in considerable part on the frameworks described in Appendix A. The Exhibit on the next page represents our efforts to categorize and outline the major tasks involved in such an initiative.

The work in LAUSD suggested that one such professional can rotate within a group of schools to phase-in an appropriate infrastructure over a period of a year. Then, that facilitator can move on to another group of schools. After moving on, the facilitator can return periodically to assist with maintenance, share new ideas for program development, help with such development, and contribute to related inservice. Work to date suggests that a relatively small cadre of Organization Facilitators can phase-in desired mechanisms throughout a relatively large district over a period of several years. In general, evaluations have found that pupil service personnel who are redeployed and trained for these positions adapt quite easily to the functions and most report high levels of job satisfaction (LAUSD Research and Evaluation Unit, 1996).

Exhibit

Key Steps in Restructuring Education Support Programs/Services to Establish a Comprehensive, Multifaceted Component for Addressing Barriers to Student Learning

At any site, it is essential that the principal, staff, and community understand and commit to restructuring plans; commitment must be reflected in school decisions, use of resources, and involvement of all stakeholders.

Orientation: Creating Readiness

1) Build interest and consensus for enhancing efforts to address barriers to learning

2) Introduce basic ideas to relevant stakeholders within the school and community

3) Establish a school-wide commitment and framework -- the leadership group at a site should make a commitment that adopts a comprehensive, integrated approach to enabling learning as a primary and essential component of their work

4) Identify a site leader for the component (equivalent to the leader for the Instructional Component) to ensure policy commitments are carried out

Getting Going: Start-up, Phase-in, Building Capacity, & Developing a Plan of Action

5) Establish a steering group and other temporary mechanisms to guide component start-up and provide essential leadership training

6) Formulate specific start-up and phase-in plans

7) Ensure there is a team, such as a Resource Coordinating Team, at each school and train members to perform resource-oriented functions (e.g., mapping, analysis, coordinating, planning); establish a multi-locality council (e.g., a Resource Coordinating Council) for each family of schools as soon as feasible

8) Organize areas of enabling activity and establish a cross disciplinary infrastructure

9) Work to enhance component visibility, communication, sharing, and problem solving

10) Attempt to fill program/service gaps through outreach designed to establish formal collaborative linkages with district and community resources

11) Integrate this activity into the site's quality school improvement planning/evaluation

Sustaining and Evolving: Increasing Outcome Efficacy and Creative Renewal

12) Plan for maintenance

13) Develop strategies for maintaining momentum and progress

14) Generate renewal

Detroit Public Schools

In the late 1990's, the Detroit Public Schools adopted the enabling component and the concept of a Resource Coordinating Team as their *Framework for Change*. They used versions of organization facilitators to establish the systemic changes.

Their stated rationale for their reforms are as follows:

> Many of the contributing factors that limit a child's academic achievement are outside of the classroom. Family instability, health and nutritional problems, emotional well-being, and numerous other conditions play a role in determining whether or not a child is equipped to learn. For true reform standards to take place in urban schools, educators must tackle more than curriculum and testing issues. They must take a holistic approach that attempts to remove all barriers to student success. Such an approach requires that educators possess a compassionate concern for their students total welfare.

They viewed the concept of a Resource Coordinating Team "as an innovative support system to address the hurdles that can negatively impact a child's development." What follows here is their description of the teams they are developing.

What is the Resource Coordinating Team (RCT)?

> It is an integrated learner support system that acts as a problem-solving team to promote the healthy development of the whole child.

The Goal of the Resource Coordinating Team is to Strengthen a School's Effectiveness by:

- Addressing the quality of life issues that impact a child's emotional, social and intellectual development from both a prevention and intervention perspective.
- Linking with community agencies that can provide needed services for children and their families.
- Structuring individual student and school-based intervention plans that respond to both student and school community needs supporting systems and strategies which enable teachers to teach more effectively and students to reach rigorous academic support standards.

Resource Coordinating Teams take a village approach to educating our children by invoking the participation of various members of the school staff and community to ensure that each child receives the assistance he or she needs to reach their greatest potential.

Resource Coordinating Team Partners

- Principals
- Teachers
- Special Education Teachers / Teacher Consultants
- Teachers of the Speech and Language Impaired (TSLI)
- School Nurses and Health Professionals
- School Social Workers
- Psychologists
- Guidance Counselors
- Community Agency Representatives
- Bilingual Specialists
- Hearing and Vision Consultants
- Curriculum Specialists
- Attendance Agents

These professionals work as a team to support student achievement and total school development through the following six support areas:

Crisis Prevention and Intervention

RCTs facilitate immediate emergency care when there is a crisis as well as the appropriate follow-up care to students, families and community members.

Home Involvement in Schooling

RCTs help parents become effective at-home teachers, and assist them in supporting their child's overall educational experience.

Student and Family Assistance

Resource Coordinating Teams (RCTs) provide consultation services to families and students from within the school system or through community agencies.

Support for Transitions

RCTs play a key role in ensuring that stability and security exist during the points of transition for both the student and the family by creating a nonthreatening, welcoming school environment.

Community Outreach

RCTs aggressively seek partnerships with community and service organizations, public and private agencies, business and professional organizations, the faith community, universities and volunteers that support student growth and school development.

Classroom Focused Enabling

Programs to enhance classroom based efforts which address barriers to learning.

Organization Facilitators Help Develop Resource-Oriented Mechanisms

Establishing and sustaining a comprehensive approach for addressing barriers to learning and promoting healthy development at a school site requires a school-site infrastructure. Such an infrastructure must help reduce program marginalization and fragmentation and enhance cost-effective resource availability and use. Organization Facilitator's can play a key role in developing this infrastructure.

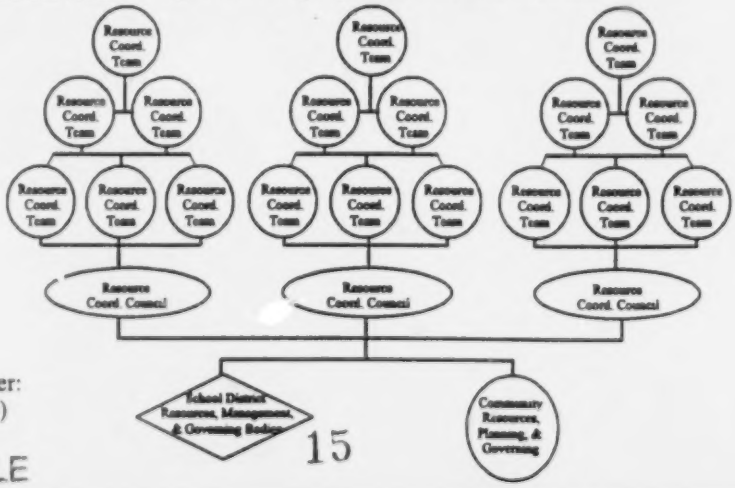
A key facet of such an infrastructure is a *Resource Coordinating Team* -- a mechanism initially piloted in the Los Angeles Unified School District and now being introduced at all schools in Memphis and Detroit. Such a school-site team focuses on weaving together existing school and community resources and increasing cohesive functioning of services and programs.

A resource oriented team *differs* from teams that review individual students (such as a student success or assistance team or a teacher assistance team). Its focus is not on specific individuals, but on how resources are used. In doing so, it provides what often is a missing link for managing and enhancing *systems* in ways that integrate and strengthen interventions. Such a team can (a) map and analyze activity and resources to improve their use, (b) build effective referral, case management, and quality assurance systems, (c) enhance procedures for management of programs and information and for communication among school staff and with the home, and (d) explore ways to redeploy and enhance resources -- such as clarifying which activities are nonproductive and suggesting better uses for resources, as well as reaching out to connect with additional resources in the school district and community.

A resource oriented team brings together representatives of all major programs and services supporting a school's instructional efforts. It can encompass school counselors, psychologists, nurses, social workers, attendance and dropout counselors, health educators, special education staff, bilingual program coordinators, one of the site's administrators, and representatives of any community agency that is significantly involved at the school. The intent also is to include the energies and expertise of one or more regular classroom teachers, noncertificated staff, parents, and older students. Where creation of "another team" is seen as a burden, existing teams, such as student or teacher assistance teams and school crisis teams, have demonstrated the ability to focus on enhancing resources and programs by augmenting their membership and agendas.

Properly constituted, trained, and supported, a resource oriented team complements the work of the site's governance body through providing on-site overview, leadership, and advocacy for all activity aimed at addressing barriers to learning and enhancing healthy development. Having at least one representative from the resource team on the school's governing and planning bodies ensures that essential programs and services are maintained, improved, and increasingly integrated with classroom instruction.

To facilitate resource coordination and enhancement among a complex of schools (e.g., a high school and its feeder middle and elementary schools), the mechanism of a Resource Coordinating *Council* brings together representatives of each school's resource *team* (see diagram below). A complex of schools can work together to achieve economies of scale. They also should work together because, in many cases, they are concerned with the same families (e.g., a family often has children at each level of schooling). Moreover, schools in a given locale usually are trying to establish linkages with the same set of community resources and can use a resource council to help ensure cohesive and equitable deployment of such resources.


Resource Coord. Team
Resource Coord. Council
School District Resources, Management, & Governing Bodies
Community Resources, Planning, & Governing

Developing and connecting mechanisms at schools sites, among families of schools, and district and community-wide

(Adapted from the Center's quarterly newsletter: *Addressing Barriers to Learning*, Winter 2000)

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Appendix A

Expanding Educational Reform to Address Barriers to Learning:
Restructuring Student Support Services
and Enhancing School Community Partnership

Ask any teacher: *On most days, how many of your students come to class motivationally ready and able to learn?* We've asked that question in conversations across the country. The consistency of response is surprising. In urban and rural schools serving economically disadvantaged families, teachers tell us they're lucky if 10-15% of their students fall into this group. Suburban public school teachers usually say 75% fit that profile.

In too many schools, the educational mission is thwarted because of many factors that interfere with youngsters' learning and performance (see Figure 1). It is for this reason that schools invest in education support programs and services. Given that the investment is substantial, it is somewhat surprising how little attention educational policymakers and reformers give to rethinking this arena of school activity.

If schools are to ensure that *all* students succeed, designs for reform must reflect the full implications of *all*. Clearly, *all* includes more than students who are motivationally ready and able to profit from "high standards" demands and expectations. It must also include the many who aren't benefitting from instructional reforms because of a host of *external* and *internal* barriers interfering with their development and learning.

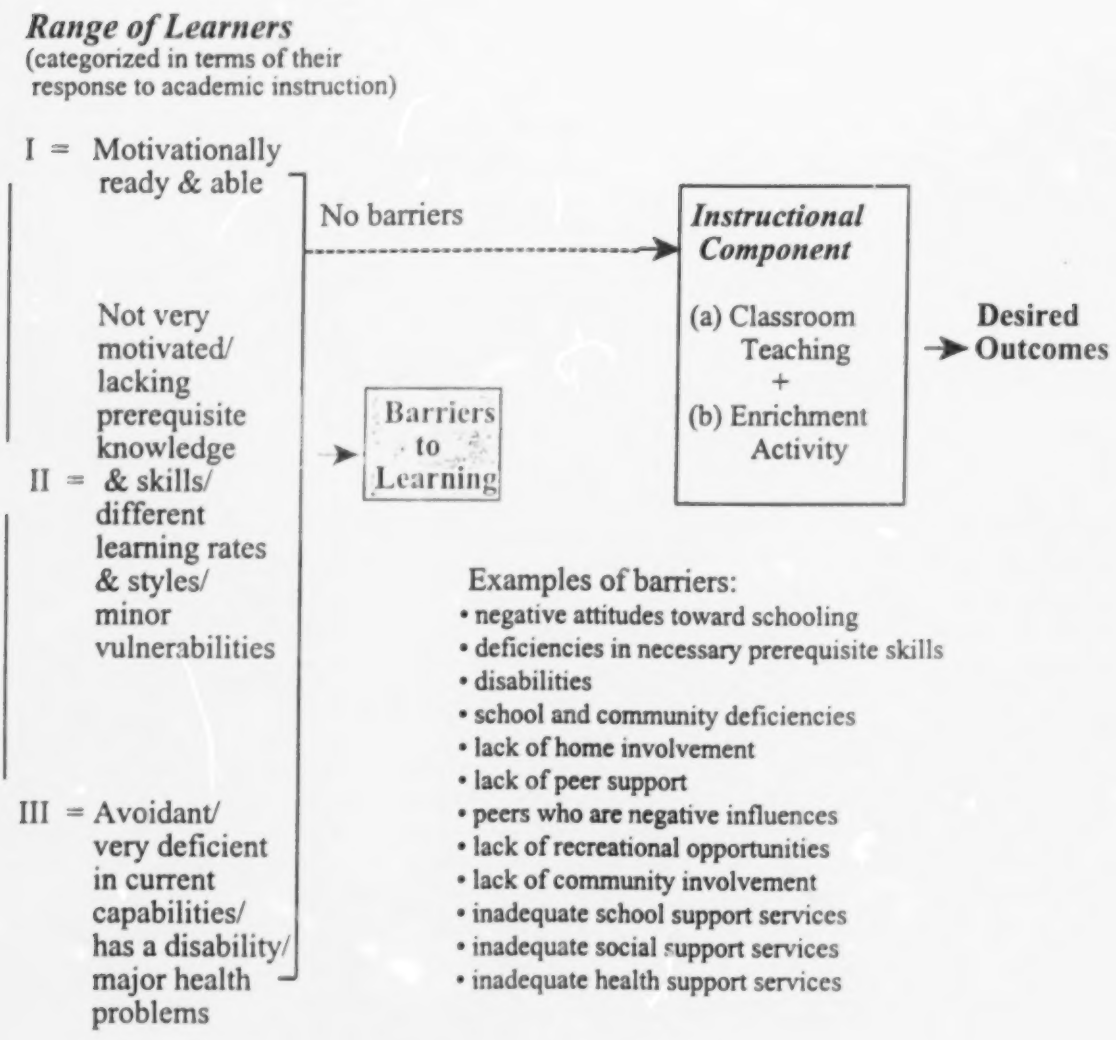
Most learning, behavior, and emotional problems seen in schools are rooted in failure to address external barriers and learner differences in a comprehensive manner. And, the problems are exacerbated as youngsters internalize the frustrations of confronting barriers and experience the debilitating effects of performing poorly at school.

How many are affected? Figures vary. An estimate from the Center for Demographic Policy suggests that 40% of young people are in bad educational shape and therefore will fail to fulfill their promise. The reality for many large urban schools is that well-over 50% of their students manifest significant learning, behavior, and emotional problems. For a large proportion of these youngsters, the problems are rooted in the restricted opportunities and difficult living conditions associated with poverty.

The litany of barriers to learning is all too familiar to anyone who lives or works in communities where families struggle with low income. In such neighborhoods, school and community resources often are insufficient to the task of providing the type of basic (never mind enrichment) opportunities found in higher income communities. The resources also are inadequate for dealing with such threats to well-being and learning as health problems, difficult family circumstances, gangs, violence, and drugs. Inadequate attention to language and cultural considerations and to high rates of student mobility creates additional barriers not only to student learning but to efforts to involve families in youngsters' schooling. Such conditions are breeding grounds for frustration, apathy, alienation, and hopelessness.

It would be a mistake, however, to think only in terms of poverty. As recent widely-reported incidents underscore, violence is a specter hanging over all schools. And, while guns and killings capture media attention, other forms of violence affect and debilitate youngsters at every school. Even though there isn't good data, those who study the many faces of violence tell us that large numbers of students are caught up in cycles where they are the recipient or perpetrator (and sometimes both) of physical and sexual harassment ranging from excessive teasing and bullying to mayhem and major criminal acts.

Figure 1. Barriers to Learning*


Range of Learners
(categorized in terms of their response to academic instruction)
I = Motivationally ready & able
No barriers
Instructional Component
(a) Classroom Teaching
+
(b) Enrichment Activity
Desired Outcomes
Not very motivated/ lacking prerequisite knowledge & skills/ different learning rates & styles/ minor vulnerabilities
II =
Barriers to Learning
III = Avoidant/ very deficient in current capabilities/ has a disability/ major health problems
Examples of barriers:
• negative attitudes toward schooling
• deficiencies in necessary prerequisite skills
• disabilities
• school and community deficiencies
• lack of home involvement
• lack of peer support
• peers who are negative influences
• lack of recreational opportunities
• lack of community involvement
• inadequate school support services
• inadequate social support services
• inadequate health support services

*Although a few youngster start out with internal problems and many others internalize negative experiences, there can be little doubt that external factors are primarily responsible for the majority of learning, behavior, and emotional problems encountered in schools.

Adapted from: H.S. Adelman & L. Taylor (1994). *On understanding intervention in psychology and education.* Westport, CT: Prager.

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What Do Schools Do to Address Barriers to Learning?

School policy makers have a long-history of trying to assist teachers in dealing with problems that interfere with school learning. This includes providing a variety of school-owned counseling, psychological, and social service programs. It also includes enhancing school linkages with community service agencies and other neighborhood resources. Paralleling these efforts is a natural interest in promoting healthy development. Despite all this, it remains the case that too little is being done, and prevailing approaches are poorly conceived.

School-Owned Programs and Services

Almost all schools flirt with some forms of preventive and corrective activity focused on specific types of concerns, such as learning problems, substance abuse, violence, teen pregnancy, school dropouts, delinquency, and so forth. Some programs are provided throughout a school district, others are carried out at or linked to targeted schools. The interventions may be designed to benefit all students in a school, those in specified grades, and/or those identified as having special needs. The activities may be implemented in regular or special education classrooms and may be geared to an entire class, groups, or individuals; or they may be designed as "pull out" programs for designated students. They encompass ecological, curricular, and clinically oriented activities.

Most school-owned programs and services are offered by pupil services personnel. Federal and state mandates and special projects tend to determine how many pupil services professionals are employed. Governance of their daily practices usually is centralized at the school district level. In large districts, counselors, psychologists, social workers, and other specialists may be organized into separate units. Such units straddle regular, special, and compensatory education.

. . . few schools come close to being to do the job that is needed

On paper, it looks like a lot. It is common knowledge, however, that few schools come close to having enough. Most offer only bare essentials. Too many schools can't even meet basic needs. Primary prevention really is only a dream. Analyses of the situation find that programs are planned, implemented, and evaluated in a piecemeal manner. Not only are they carried on in relative isolation of each other, a great deal of the work is oriented to discrete problems and overrelies on specialized services for individuals and small groups. In some schools, a student identified as at risk for grade retention, dropout, and substance abuse may be assigned to three counseling programs operating independently of each other. Such fragmentation not only is costly, it works against good results.

School-Community Collaborations

In recent years, renewed interest in school-community collaborations has included a focus on enhancing health, mental health, and social services for students and their families. State-wide initiatives are being tested across the country. The work has fostered such concepts as *school linked services, coordinated and integrated services, wrap-around services, one-stop shopping, full service schools,* and *community schools.* Where initiatives have incorporated a wellness model, youth development concepts such as *promoting protective factors, asset-building,* and *empowerment* also are in vogue.

Not surprisingly, early findings primarily indicate how hard it is to establish collaborations. Still, a reasonable inference from available data is that school-community partnerships can be successful and cost effective over the long-run. By placing staff at schools, community agencies make access easier for students and families -- especially those who usually are underserved and hard to reach. Such efforts not only provide services, they seem to encourage schools to open their doors in ways that enhance recreational, enrichment, and remedial opportunities and greater family involvement. Analyses of these programs suggest better outcomes are associated with empowering children and families, as well as with having the capability to address diverse constituencies and contexts. Many families using school-based centers become interested in contributing to school and community. They provide social support networks for new students and families, teach each other coping skills, participate in school governance, and help create a psychological sense of community. At the same time, the problem of fragmentation is compounded in many locales as community services are brought to school campuses. This happens because the prevailing approach is to coordinate *community* services and *link* them to schools in ways that *co-locate* rather than integrate them with the ongoing efforts of school staff.

. . . the trend is to co-locate services at a school rather than integrating them with the ongoing efforts of school staff

And Everything is Marginalized!

Policymakers have come to appreciate the relationship between limited intervention efficacy and the widespread tendency for complementary programs to operate in isolation. Limited efficacy does seem inevitable as long as interventions are carried out in a piecemeal fashion. The call for "integrated" services clearly is motivated by a desire to reduce redundancy, waste, and ineffectiveness resulting from fragmentation.

Unfortunately, the focus on fragmentation ignores the overriding problem, namely that all efforts to address barriers to learning and promote healthy development are *marginalized* in policy and practice. Clearly, the majority of school counseling, psychological, and social service programs are viewed as supplementary -- often referred to as support or auxiliary services.

The degree to which marginalization is the case is seen in the lack of attention given such activity in school improvement plans and certification reviews. School policy makers deal with such programs on an ad hoc basis and continue to ignore the need for reform and restructuring in this arena. Community involvement also is a marginal concern at most schools.

In short, policies shaping current agendas for school and community reforms are seriously flawed. Although fragmentation is a significant problem, marginalization is the more fundamental concern. Yet concern about marginalization is not even on the radar screen of most policy makers.

Expanding School Reform

While higher standards and accountability are necessary ingredients in the final recipe for school reform, they are insufficient for turning around most schools that are in trouble. At such schools, overreliance on raising the bar and demands for rapid test score increases may even be counterproductive because they force attention away from addressing the multitude of overlapping factors that interfere with effective learning and teaching.

. . . short shrift is given to student support programs

The present situation is one where, despite awareness of the many barriers to learning, education reformers continue to concentrate *mainly* on improving *instruction* (efforts to directly facilitate learning) and the *management and governance* of schools. Then, in the naive belief that a few health and social services will suffice in addressing barriers to learning, they talk of "integrated health and social services." And, in doing so, more attention has been given to linking sparse community services to school sites than to restructuring school programs and services designed to support and enable learning. The short shrift given to "support" programs and services by school reformers continues to marginalize activity that is essential to improving student achievement.

. . . comprehensive, multifaceted approaches are needed to enable all students to benefit from high standards and improved teaching

Ultimately, addressing barriers to development and learning must be approached from a societal perspective and with fundamental systemic reforms. The reforms must lead to development of *a comprehensive, integrated continuum of programs*. Such a continuum must be multifaceted and woven into three overlapping school-community systems: systems of prevention; systems of early intervention to address problems as soon after onset as feasible; and systems of care for those with chronic and severe problems. All of this encompasses an array of programmatic activity that must effectively (a) enhance regular classroom strategies to improve instruction for students with mild-to-moderate behavior and learning problems, (b) assist students and families as they negotiate the many school-related transitions, (c) increase home and community involvement with schools, (d) respond to and prevents crises, and (e) facilitate student and family access to specialized services when necessary. While schools can't do everything needed, they must play a much greater role in developing the programs and systems that are essential if *all* students are to benefit from higher standards and improved instruction.

Establishment of a comprehensive, integrated approach to address barriers to development and learning effectively requires cohesive policy that facilitates the blending of resources. In schools, this includes restructuring to combine parallel efforts supported by general funds, compensatory and special education entitlements, safe and drug free school grants, and specially funded projects. In communities, the need is for better ways of connecting agency and other resources to each other and to schools. The aim is cohesive and potent school-community partnerships. With proper policy support, a comprehensive approach can be woven into the fabric of every school, and neighboring schools can be linked to share limited resources and achieve economies of scale.

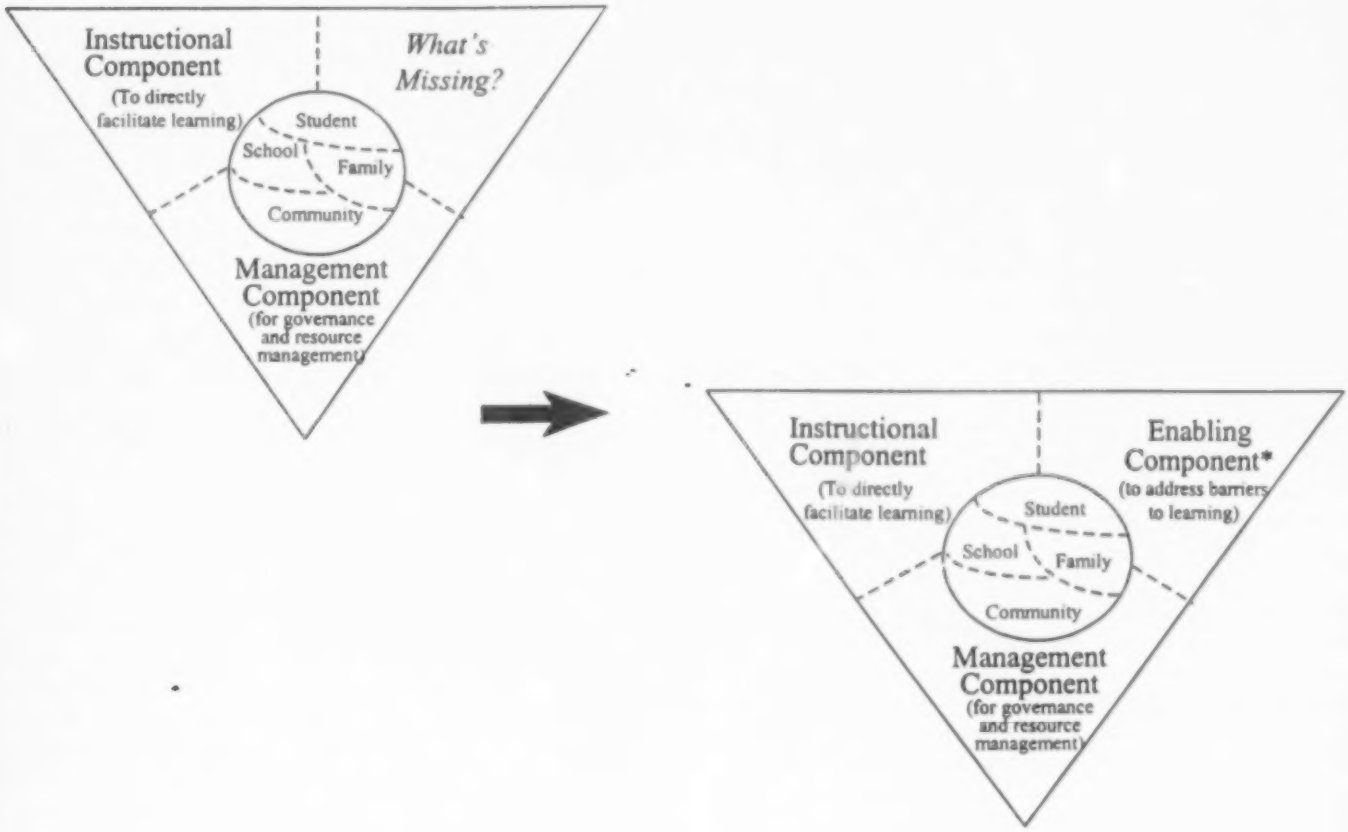
Restructuring Support Services is Key to
Enhancing Educational Results

Policy makers have yet to come to grips with the realities of addressing barriers to learning and teaching. Current initiatives must be rethought, and elevated in policy status so they are on a par with the emphasis on reforming the instructional and management components of schooling. Concentrating on matters such as curriculum and pedagogical reform, standard setting, decentralization, professionalization of teaching, shared decision making, and parent partnerships clearly is necessary but certainly is not sufficient given the nature and scope of barriers that interfere with school learning and performance among a large segment of students. As long as the movement to restructure education primarily emphasizes the instructional and management components, too many students in too many schools will not benefit from the reforms. Thus, the demand for significant improvements in achievement scores will remain unfulfilled.

Clearly, there is a policy void surrounding the topic of restructuring school-operated interventions that address barriers to teaching and learning. Current policy focuses primarily on linking community services to schools and downplays a new role for existing school resources. This perpetuates an orientation that over-emphasizes individually prescribed services and results in fragmented community-school linkages. All this is incompatible with efforts to develop a truly comprehensive, integrated approach to ameliorating problems and enhancing educational results.

It is time for reform advocates to expand their emphasis on improving instruction and school management to include a *comprehensive* component for addressing barriers to learning (see Figure 2). And in doing so, they must pursue this third component with the same level of priority they devote to the other two. That is, such an enabling (or learner support) component must be a primary and essential facet of school reform. This will require shifting policy to push school reform beyond the current tendency to concentrate mainly on instruction and management. School reformers like to say their aim is to ensure *all* children succeed. We think that this third component is the key to making *all* more than the rhetoric of reform.

Figure 2. Moving from a two to a three component model for reform and restructuring



*The third component (an enabling component) is established in policy and practice as primary and essential and is developed into a comprehensive approach by weaving together school and community resources.

What Are the Benefits of Enhancing the Focus on Addressing Barriers to Learning?

As with all school reform, the first and foremost concern is improving student academic performance and achievement. The reality is that the best instructional reforms cannot produce the desired results for a large number of students as long as schools do not have comprehensive approaches for addressing external and internal barriers to learning and teaching. And, it is evident that schools are not developing such approaches because current policy marginalizes and fragments the emphasis on these matters.

The most fundamental benefits to be accrued from increasing the focus on these concerns are enhanced educational results

Those who already have begun restructuring support services stress that the reforms contribute to

- formulation of a major policy framework and specific recommendations for ways to improve district efforts to address barriers to student learning and enhance healthy development
- ongoing monitoring of and pressure for progress related to district reforms for addressing barriers (e.g., early intervention as a key aspect for dealing with the problems of social promotion, expulsion, dropout, and growing numbers referred for special education)
- provision of a morale-boosting open forum for line staff and community to hear about proposed changes, offer ideas, and raise concerns
- connecting community agency resources to the district and sensitizing agency staff to district concerns in ways that contribute to improved networking among all concerned

...and there are other benefits as well

- regular access by board members and district staff, *without fees,* to an array of invaluable expertise from the community to explore how the district should handle complex problems arising from health and welfare reforms and the ways schools should provide learning supports
- expanding the informed cadre of influential advocates supporting district reforms

Some Models

Several reform initiatives already are exploring the power of moving from a two to a three component framework to ensure barriers to development and learning are addressed appropriately. Such an expanded approach is seen in the exciting work underway in the Memphis City Schools and in the break-the-mold design developed by the New American Schools' Urban Learning Centers. These models provide a blueprint for how schools and communities can collaborate in developing a comprehensive, multifaceted component to address barriers to learning and promote healthy development (see Figure 3).

Such pioneering efforts offer new hope to students, parents, and teachers. They can play a major role for society by creating caring and supportive learning environments that maximize achievement and well-being for all youngsters. They can also help strengthen neighborhoods and communities. There can be little doubt that prevailing approaches to school reform are insufficient. The next step must be a total restructuring of all education support programs and services -- including counseling, psychological, social services, special and compensatory education programs, safe and drug free school programs, student assistance programs, transition programs, some health education efforts, and more. To do any less is to maintain a very unsatisfactory status quo.

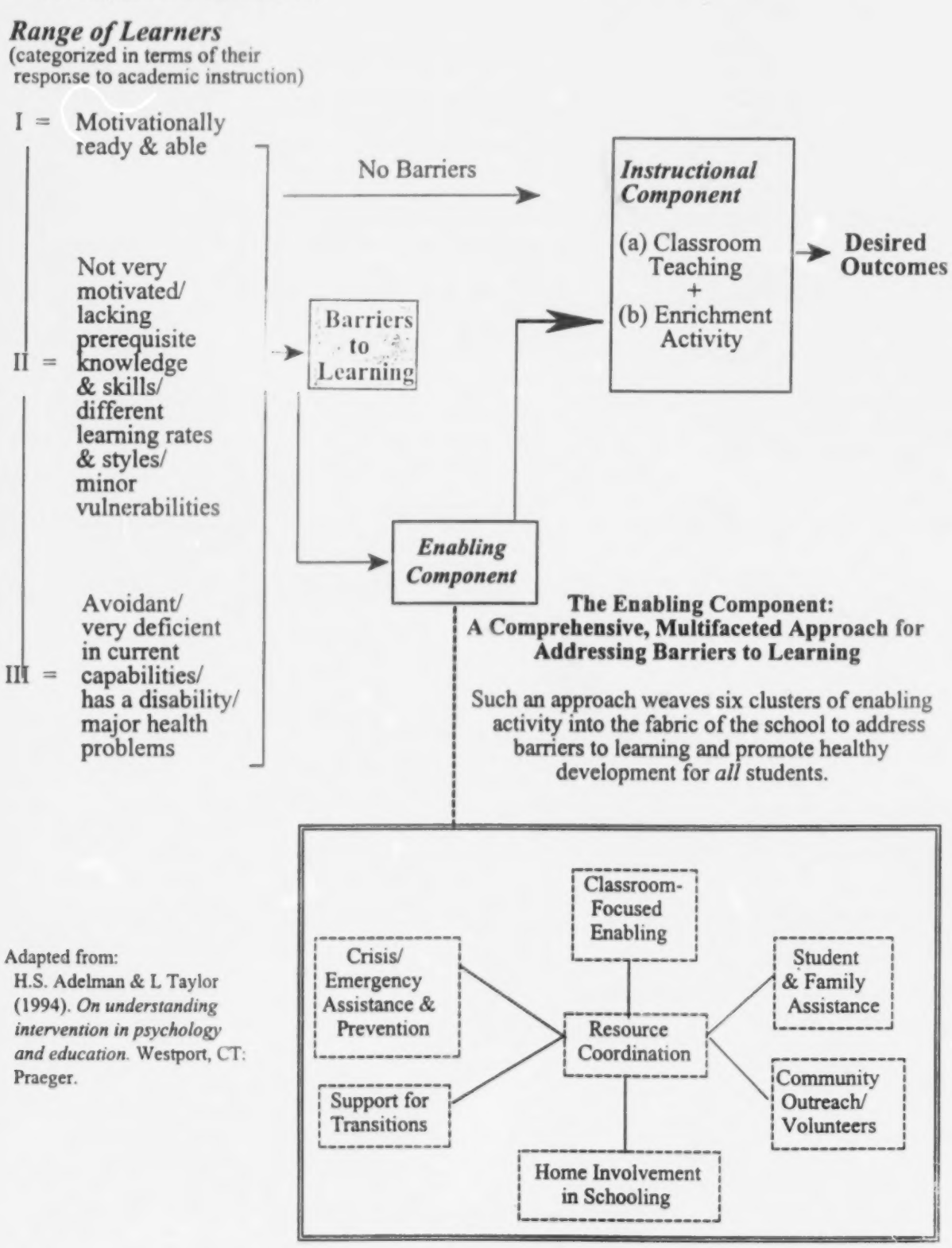
Addressing Barriers *and* Promoting Healthy Development

We hasten to stress that a focus on addressing barriers to development and learning is not at odds with the "paradigm shift" that emphasizes assets, strengths, protective factors, and resilience. The value of promoting healthy development and primary prevention is both evident and in need of continuous advocacy. At the same time, we know that too many youngsters are growing up and going to school in situations that not only do not promote healthy development but are antithetical to the process.

Commitment to enhancing child and youth development and improving instruction can help redress these conditions. But, effective prevention also requires direct and comprehensive action designed to remove or at least minimize the impact of barriers -- hostile environments, individual vulnerabilities, and true disabilities and disorders. Otherwise, such barriers will continue to interfere with youngsters benefiting from programs designed to promote development and provide the best possible instruction

In addressing barriers to learning at schools, much of the intervention focus must be on enhancing the school-wide and classroom environment, and also connecting with the community to prevent problems and enhance every youngster's strengths. At the same time, for the few individuals who need something more, schools and communities, separately and working together, must provide essential supports and assistance. No paradigm shift can afford to ignore these matters or assume that they will be rectified if only schools will make a greater commitment to youth development. It's not a matter of either/or. It's not about a positive vs. a negative emphasis (or excusing or blaming anyone). And, it's not about what's wrong vs. what's right with kids. It is about developing and building on assets, strengths, protective factors, resilience. It also is about continuing to face up to the reality of major extrinsic barriers, as well as problem conditions that are intrinsic to or have become internalized by some youngsters. We all share the responsibility of promoting healthy development *and* addressing barriers.

Figure 3. An enabling component to address barriers to learning and enhance healthy development at a school site.


Range of Learners
(categorized in terms of their response to academic instruction)
I = Motivationally ready & able
II = Not very motivated/ lacking prerequisite knowledge & skills/ different learning rates & styles/ minor vulnerabilities
III = Avoidant/ very deficient in current capabilities/ has a disability/ major health problems
No Barriers
Barriers to Learning
Instructional Component
(a) Classroom Teaching
+
(b) Enrichment Activity
Desired Outcomes
Enabling Component
The Enabling Component:
A Comprehensive, Multifaceted Approach for Addressing Barriers to Learning
Such an approach weaves six clusters of enabling activity into the fabric of the school to address barriers to learning and promote healthy development for all students.
Classroom-Focused Enabling
Crisis/ Emergency Assistance & Prevention
Student & Family Assistance
Resource Coordination
Support for Transitions
Community Outreach/ Volunteers
Home Involvement in Schooling

Adapted from:
H.S. Adelman & L Taylor (1994). *On understanding intervention in psychology and education.* Westport, CT: Praeger.

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Appendix B

Initial Plan for the Organization Facilitator in Phasing Reforms

Phase *1. Organizing Resource Coordinating Teams at a School Site*

Creation of a School-site *Resource Coordinating Team* provides a starting point in efforts to reform and restructure education support programs. Such a team not only can begin the process of transforming what already is available, it can help reach out to District and community resources to enhance enabling activity. Such a resource-oriented team differs from case-oriented teams (e.g., Student Study, Assistance, and Guidance Teams). The focus of this team is not on individual students. Rather, it is oriented to clarifying resources and how they are best used.

Such a team can help

- improve coordination and efficacy by ensuring

  >basic systems (for referral, triage, case management) are in place and effective
  >programs/services are profiled, written up, and circulated
  >resources are shared equitably

- enhance resources through staff development and by facilitating creation of new resources via redeployment and outreach

- evolve a site's enabling activity infrastructure by assisting in the creation of program teams and Family/Parent Centers as hubs for enabling activities.

Among its first functions, the Resource Coordinating Team can help clarify

(a) the resources available to the school (who? what? when?) -- For example, the team can map out and then circulate a handout describing "Special Services, Programs, and Other Resources Available" to staff, students, and parents.

(b) how someone gains access to available resources -- The team can clarify processes for referral, triage, follow-through, and case management, and circulate a description of procedures to the school staff and parents.

(c) how resources are coordinated -- To ensure systems are in place and to enhance effectiveness, the team can help weave together existing resources, make analyses, coordinate activity, and so forth.

(d) what other resources are needed by the school and what steps should be taken to acquire them -- The team can identify additional resources that might be acquired from the District or by establishing community linkages.

Toward the end of Phase 1, a *Complex Resource Coordinating Council* (a multi-locality council) can be organized. This group is designed to ensure sharing and enhancement of resources across schools in a given neighborhood. Of particular interest are ways to address common concerns related to crisis response and prevention, as well as dealing with the reality that community resources that might be linked to schools are extremely limited in many geographic areas and thus must be shared.

More info on the functions of a Resource Coordinating Team and the complex Council are provided at the end of this appendix.

Phase II. *Organizing a Programmatic Focus and Infrastructure for Enabling Activity*

All sites that indicate readiness for moving toward reconceptualizing education support (enabling) activity into a delimited set of program areas are assisted in organizing program teams and restructuring the site's Resource Coordinating Team.

This involves facilitating

- development of program teams
- analyses of enabling activity (programs/services) by program area teams to determine

  >how well the various activities are coordinated/integrated (with a special emphasis on minimizing redundancy)
  >whether any activities need to be improved (or eliminated)
  >what is missing -- especially any activity that seems as important or even more important than those in operation.

- efforts by program area teams related to

  >profiling, writing up, circulating, and publicizing program/service information
  >setting priorities to improve activity in a programmatic area
  >setting steps into motion to accomplish their first priority for improvement
  >moving on to their next priorities.

Phase III. *Facilitating the Maintenance and Evolution of Appropriate Changes*

In general, this involves evaluating how well the infrastructure and related changes are working, including whether the changes are highly visible and understood. If there are problems, the focus is on clarifying what is structurally and systemically wrong and taking remedial steps. (It is important to avoid the trap of dealing with a symptom and ignoring ongoing factors that are producing problems; that is, the focus should be on addressing systemic flaws in ways that can prevent future problems.)

Examples of activity:

Checking on maintenance of Program Teams (keeping membership broadbased and with a working core through processes for identifying, recruiting, and training new members when teams need bolstering).

Holding individual meetings with school site leadership responsible for restructuring in this area and with team leaders to identify whether everyone is receiving adequate assistance and staff development.

Determining if teams periodically make a new listing (mapping) of the current activity at the site and whether they update their analyses of the activity.

Checking on efficacy of referral, triage, and case management systems.

Checking on the effectiveness of mechanisms for daily coordination, communication, and problem solving.

Evaluating progress in refining and enhancing program activity.

Phase IV. *Facilitating the Institutionalization of Appropriate Changes*

A critical aspect of institutionalization involves ensuring that school site staff responsible for restructuring enabling activity formulate a proposal for the next fiscal year. Such a proposal encompasses resource requests (budget, personnel, space, staff development time). It must be submitted and approved by the site's governance body. Institutionalization requires a plan that is appropriately endorsed and empowered through appropriation of adequate resources.

Institutionalization is further supported by evaluating functioning and outcomes related to new infrastructure mechanisms and fundamental enabling activities. With a view to improving quality and efficacy, the findings from such evaluations are used to revise activities and mechanisms as necessary.

Benchmark Checklist for Monitoring and Reviewing Restructuring Progress/Implementing an Enabling Component

The checklist on the following pages is designed to aid those involved in the process of restructuring education support programs and developing an Enabling Component.

The focus is on tasks related to

- organizing at a site
- establishing coordination among multiple sites in the same locale

This tool was developed as a formative evaluation instrument for use by Organization facilitators and/or other change agents. It aids in focusing problem solving discussions and planning next steps.

Benchmark Checklist:
Restructuring Education Supports/Implementing an Enabling Component

Site Name:	Date started	Date Completed if applies	Current Status
I. ORIENTATION: CREATING READINESS			
Initial contact made			
Indication of interest in establishing a component to address barriers to learning as a primary reform			
Initial meeting with district/site leaders.			
Negotiation of policy commitment and conditions for engagement. (e.g., Component adopted as a primary and essential component -- on a par with the instructional and management components)			
Identification of a site leader (equivalent to the leader for the Instructional Component). Name: Position:			
Identification of other leaders for the enabling Component. Name: Position:			
Distribution of *teacher* survey regarding attitudes about restructuring.			
Distribution of *administrator* survey regarding attitudes about restructuring.			
II. START-UP AND PHASE-IN			
Establishment of Temporary Mechanisms to facilitate development of the Enabling Component Steering Group members identified Name: Position:			
Change Team members identified Name: Position:			
Leadership training for all who will be taking a lead in developing the component.			
Development of phase-in plan.			

Site Name:	Date started	Date Completed if applies	Current Status
RESOURCE COORDINATING TEAM			
Identification of team members.			
Recruitment of team members. Name: Position:			
Initial team meeting.			
Training for team.			
MAPPING AND ANALYSIS OF EXISTING RESOURCES			
Mapping.			
Analysis (of needs, efficacy, coordination).			
Setting of priorities for enhancing enabling activity.			
Poster chart listing existing programs.			
Resource list development, circulation (to all staff), and posting (e.g., on a bulletin board) -- list all existing programs, services, and resources.			
INITIAL ENHANCEMENT OF SYSTEMS AND ACTIVITY RELATED TO ENABLING			
Analyze, improve, document, and circulate information on how to use current systems for Referral for Emergency Help-Major Services Triage Case Management Crisis Response (e.g., Crisis Team) (e.g., clarify steps, develop Flow charts, written descriptions, train personnel, etc.).			
Training for existing teams. Crisis Team Student and Family Assistance Team (e.g., Student Study or Guidance Team) Other (specify)			

Site Name:	Date started	Date Completed if applies	Current Status
DEVELOPMENT OF TEAMS FOR PROGRAM AREAS (e.g., clusters/curriculum of enabling activity)			
Establishment of Area Teams. Specify Areas:			
Training of Area Teams. Specify Areas:			
Area teams updating of mapping and analysis of resources. Specify Areas:			
Each program team formulates priority for enhancing activity in own area. Specify Areas:			
Priorities evaluated and ranked by Resource Coordinating Team and plans formulated for pursuing top priorities.			
If relevant, plans formulated to establish a Family and/or Parent Center.			
COMPONENT VISIBILITY, COMMUNICATION, AND PROBLEM SOLVING			
Steps taken to enhance visibility. (specify)			
Effective *communication mechanisms* in operation.			
Effective *problem solving mechanisms* in operation.			

Site Name:	Date started	Date Completed if applies	Current Status
OUTREACH			
To other resources in the district. (specify)			
To other schools in locale. (specify)			
To community programs and agencies. (specify)			
SYSTEM FOR QUALITY IMPROVEMENT			
Decisions about indicators to be used.			
Members recruited for Quality Improvement Team. Name: Position:			
Training of Quality Improvement Team			
Initial Quality Improvement recommendations. Made. Acted upon.			
III. INSTITUTIONALIZATION (maintenance & evolution) & IV. PLANS FOR ONGOING RENEWAL			
Indications of planning for maintenance. (specify)			
Strategies in use for maintaining momentum/progress. (List most prominent examples)			
Strategies in use for generating renewal. (List most prominent examples)			

Multi-Locality Infrastructure

Name of "Family" of Schools:	Date started	Date Completed if applies	Current Status
Mapping/charting of pupil service and resource personnel at each site. (Done with site administrators).			
Meetings with groups of pupil service and resource personnel to explain reforms that are underway. (Briefly indicate groups and numbers who attended -- psychologists, nurses, counselors, social workers, coordinators, special educ., admins.)			
Recruit members for an at-large Steering Group to guide development of Enabling Component throughout the family of schools and to help organize a Multisite Resource Coordinating Council.			
Identification of (2) members from each site to represent their site on the Multisite Council. Name: Position:			
Arrange initial meeting to inform potential members about the Council's purposes.			
Provide facilitation and training for the Multisite Council.			
Council meets to begin sharing information from each site's mapping and analysis of resources.			
Council develops a plan to enhance enabling activity by collaborating, sharing, coordinating, integrating, resources throughout the family of schools.			

Resource Coordinating Teams and Multischool Councils

A *Resource Coordinating Team* provides an example of a school-site mechanism designed to reduce fragmentation and enhance resource availability and use (with a view to enhancing cost-effectiveness). Such a mechanism is used to develop ways to weave together existing school and community resources and encourage services and programs to function in an increasingly cohesive way.

A resource oriented team *differs* from teams that review individual students (such as a student study team or a teacher assistance team). Its focus is not on specific cases, but on clarifying resources and their best use. In doing so, it provides what often is a missing mechanism for managing and enhancing *systems* to coordinate, integrate, and strengthen interventions. Such a team can (a) map and analyze activity and resources with a view to improving coordination, (b) ensure there are effective systems for referral, case management, and quality assurance, (c) guarantee there are procedures for effective management of programs and information and for communication among school staff and with the home, and (d) explore ways to redeploy and enhance resources -- such as clarifying which activities are nonproductive and suggesting better uses for resources, as well as reaching out to connect with additional resources in the school district and community.

Although a resource oriented team might be created solely around mental health and psychosocial programs, such a mechanism is meant to bring together representatives of all major programs and services supporting a school's instructional component (e.g., guidance counselors, school psychologists, nurses, social workers, attendance and dropout counselors, health educators, special education staff, bilingual program coordinators, and representatives of any community agency that is significantly involved at the school). The intent also is to include the energies and expertise of one of the site's administrators, one or more regular classroom teachers, noncertificated staff, parents, and older students. Where creation of "another team" is seen as a burden, existing teams, such as student study teams, teacher assistance teams, and school crisis teams, have demonstrated the ability to extend their focus to resource coordination.

Properly constituted, trained, and supported, a resource oriented team complements the work of the site's governance body through providing on-site overview, leadership, and advocacy for all activity aimed at addressing barriers to learning and enhancing healthy development. Having at least one representative from the resource team on the school's governing and planning bodies is seen as necessary in ensuring that essential programs and services are maintained, improved, and increasingly integrated with classroom instruction.

To facilitate resource coordination and enhancement among a complex of schools (e.g., a high school and its feeder middle and elementary schools), the mechanism of a Resource Coordinating *Council* brings together representatives of each school's resource *team*. A complex of schools can work together to achieve economies of scale. They also should work together because, in many cases, they are concerned with the same families (e.g., a family often has children at each level of schooling). Moreover, schools in a given locale usually are trying to establish linkages with the same set of community resources and can use a resource council to help ensure cohesive and equitable deployment of such resources.

The Exhibits on the following pages provide some guidelines for establishing such groups.

Exhibit

School-site Resource Coordinating *Teams and* Multisite Resource Coordinating *Councils*

A. Resource Coordinating Team

Creation of a School-site Resource Coordinating *Team* provides a good starting place in efforts to enhance coordination and integration of services and programs. Such a team not only can begin the process of transforming what is already available, it can help reach out to District and community resources to enhance enabling activity.

Purposes

Such a team exemplifies the type of on-site organizational mechanism needed for overall cohesion and coordination of school support programs for students and families. Minimally, such a team can reduce fragmentation and enhance cost-efficacy by assisting in ways that encourage programs to function in a coordinated and increasingly integrated way. For example, the team can develop communication among school staff and to the home about available assistance and referral processes, coordinate resources, and monitor programs to be certain they are functioning effectively and efficiently. More generally, this group can provide leadership in guiding school personnel and clientele in evolving the school's vision for its support program (e.g., as not only preventing and correcting learning, behavior, emotional, and health problems but as contributing to classroom efforts to foster academic, social, emotional, ant physical functioning). The group also can help to identify ways to improve existing resources and acquire additional ones.

Major examples of the group's activity are

- preparing and circulating a list profiling available resources (programs, personnel, special projects, services, agencies) at the school, in the district, and in the community
- clarifying how school staff and families can access them
- refining ant clarifying referral, triage, and case management processes to ensure resources are used appropriately (e.g. where needed most, in keeping with the principle of adopting the least intervention needed, with support for referral follow-through)
- mediating problems related to resource allocation and scheduling,
- ensuring sharing, coordination, and maintenance of needed resources
- exploring ways to improve and augment existing resources to ensure a wider range are available (including encouraging preventive approaches, developing linkages with other district and community programs, and facilitating relevant staff development)
- evolving a site's enabling activity infrastructure by assisting in creation of area program teams and Family/Parent Centers as hubs for enabling activity

Membership

Team membership typically includes representatives of all activity designed to support a school's teaching efforts (e.g., a school psychologist, nurse, counselor, social worker, key special education staff; etc.), along with someone representing the governance body (e.g., a site administrator such as an assistant principal). Also, included are representatives of community agencies already connected with the school, with others invited to join the team as they became involved.

The team meets as needed. Initially, this may mean once a week. Later, when meetings are scheduled for every 2-3 weeks, continuity and momentum are maintained through interim tasks performed by individuals or subgroups. Because some participants are at a school on a part-time basis, one of the problems that must be addressed is that of rescheduling personnel so that there is an overlapping time for meeting together. Of course, the reality is that not all team members will be able to attend every meeting, but a good approximation can be made at each meeting, with steps taken to keep others informed as to what was done.

School-site Resource Coordinating *Teams* and Multisite Resource Coordinating *Councils*

A Resource Coordinating Team differs from Student Study and Guidance Teams. The focus of a Resource Coordinating Team is not on individual students. Rather, it is oriented to clarifying resources and how they are best used. That is, it provides a necessary mechanism for enhancing *systems* for communication and coordination.

For many support service personnel, their past experiences of working in isolation -- and in competition -- make this collaborative opportunity unusual and one which requires that they learn new ways of relating and functioning. For those concerned with school restructuring, establishment of such a team is one facet of efforts designed to restructure school support services in ways that (a) integrates them with school-based/linked support programs, special projects, and teams and (b) outreaches and links up with community health and social service resources.

B. Resource Coordinating Council

Schools in the same geographic (catchment) area have a number of shared concerns, and feeder schools often are interacting with the same family. Furthermore, some programs and personnel are (or can be) shared by several neighboring schools, thus minimizing redundancy and reducing costs.

Purpose

In general, ap of sites can benefit from having a Resource Coordinating *Council* as an ongoing mechanism em that provides leadership, facilities , and focuses on coordination, integration, and quality improvement of whatever range of activity the sites has for enabling activity.

Some specific functions are

- To share information about resource availability (at participating schools and in the immediate community and in geographically related schools and district-wide) with a view to enhancing coordination and integration.
- To identify specific needs and problems and explore ways to address them (e.g., Can some needs be met by pooling certain resources? Can improved linkages and collaborations be created with community agencies? Can additional resources be acquired? Can some staff and other stakeholder development activity be combined?)
- To discuss and formulate longer-term plans and advocate for appropriate resource allocation related to enabling activities.

Membership

Each school can be represented on the *Council* by two members of its Resource *Team.* To assure a broad perspective, one of the two can be the site administrator responsible for enabling activity; the other can represent line staff.

Facilitation

Council facilitation involves responsibility for convening regular monthly (and other ad hoc) meetings, building the agenda, assuring that meetings stay task focused and that between meeting assignments will be carried out, and ensuring meeting summaries are circulated.

With a view to shared leadership and effective advocacy, and administrative leader and a council member elected by the group can co-facilitate meetings. Meetings can be rotated among schools to enhance understanding of each site in the council.

Exhibit

Examples of Resource Coordination *Team's* Initial and Ongoing Tasks

- Orientation for representatives to introduce each to the other and provide further clarity of Team's purposes and processes
- Review membership to determine if any group or major program is not represented; take steps to assure proper representation
- Share information regarding what exists at the site (programs, services, systems for triage, referral, case management)
- Share information about other resources at complex schools and in the immediate community and in the cluster and district-wide
- Analyze information on resources to identify important needs at the site
- Establish priorities for efforts to enhance resources and systems
- Formulate plans for pursuing priorities
- Discussion of the need to coordinate crisis response across the complex and to share complex resources for site specific crises (with conclusions to be shared at Complex Resource Coordinating Council)
- Discussion of staff (and other stakeholder) development activity
- Discussion of quality improvement and longer-term planning (e.g., efficacy, pooling of resources)

General Meeting format

- Updating on and introduction of team membership
- Reports from those who had between meeting assignments
- Current topic for discussion and planning
- Decision regarding between meeting assignments
- Ideas for next agenda

Checklist for Establishing School-Site Collaborative Teams

1. ___ Job descriptions/evaluations reflect a policy for working in a coordinated and increasingly integrated way to maximize resource use and enhance effectiveness (this includes allocation of time and resources so that team members can build capacity and work effectively together to maximize resource coordination and enhancement).

2. ___ Every staff member is encouraged to participate on some team to improve students' classroom functioning and can choose teams whose work interests them.

3. ___ Teams include key stakeholders (current resource staff, special project staff, teachers, site administrators, parents, older students, others from the community, including representatives of school-linked community services).

4. ___ The size of teams reflects current needs, interests, and factors associated with efficient and effective functioning. (The larger the group, the harder it is to find a meeting time and the longer each meeting tends to run. Frequency of meetings depends on the group's functions, time availability, and ambitions. Properly designed and trained teams can accomplish a great deal through informal communication and short meetings).

5. ___ There is a core of team members who have or will acquire the ability to carry out identified functions and make the mechanism work (others are auxiliary members). All are committed to the team's mission. (Building team commitment and competence should be a major focus of school management policies and programs. Because several teams require the expertise of the same personnel, some individuals will necessarily be on more than one team.)

6. ___ Each team has a dedicated leader/facilitator who is able to keep the group task-focused and productive

7. ___ Each team has someone who records decisions and plans and reminds members of planned activity and products.

8. ___ Teams use advanced technology (management systems, electronic bulletin boards and E-mail, resource clearinghouses) to facilitate communication, networking, program planning and implementation, linking activity, and a variety of budgeting, scheduling, and other management concerns.

Exhibit

Developing a Multisite Resource Coordinating *Council*

Location

Meeting at each school on a rotating basis can enhance understanding of the complex.

Steps in Establishing a Complex Coordinating Council

a. Informing potential members about the Council's purpose and organization (e.g. functions, representation, time commitment).

Accomplished through presentations ant handouts.

b. Selection of representatives.

Chosen at a meeting of a school's Resource Coordinating Team. (If there is not yet an operational Tam, the school's governance can choose acting representatives.)

c. Task focus of initial meetings

- Orient representatives to introduce each to the other ant provide further clarity of Council's purposes ant processes
- Review membership to determine if any group or major program is not represented; take steps to assure proper representation
- Share information regarding what exists at each site
- Share information about other resources at complex schools and in the immediate community and in the cluster and district-wide
- Analyze information on resources to identify important needs at specific sites and for the complex as a whole
- Establish priorities for effort to enhance resources
- Formulate plans for pursuing priorities
- Discuss plan for coordinated crisis response across the complex and sharing of resources for site specific crises
- Discuss combined staff (and other stakeholder) development activity
- Discuss (and possibly visit) school-based centers (Family Service Center, Parent Center) with a view to clarifying the best approach for the complex.
- Discuss quality improvement and longer-term planning (e.&, efficacy, pooling of resources)

d. General meeting format

- Updating on and introduction of council membership
- Reports from those who had between meeting assignments
- Current topic for discussion and planning
- Decision regarding between meeting assignment
- Ideas for next agenda

Planning and Facilitating Effective Team Meetings

Forming a Working Group

- There should be a clear statement about the group's mission.
- Be certain that members agree to pursue the stated mission and, for the most part, share a vision.
- Pick someone who the group will respect and who either already has good facilitation skills or will commit to learning those that are needed.
- Provide training for members so they understand their role in keeping a meeting on track and turning talk into effective action..
- Designate processes (a) for sending members information before a meeting regarding what is to be accomplished, specific agenda items, and individual assignments and (b) for maintaining and circulating record of decisions and planned actions (what, who, when).

Meeting Format

- Be certain there is a written agenda and that it dearly states the purpose of the meeting, specific topics,
  and desired outcomes for the session.
- Begin the meeting by reviewing purpose, topics, desired outcomes, eta. Until the group is functioning| well, it may be necessary to review meeting ground rules.
- Facilitate the involvement of all members, and do so in ways that encourage them to focus specifically
  the task. The facilitator remains neutral in discussion of issues.
- Try to maintain a comfortable pace (neither too rushed, nor too slow; try to start on time and end on time but don't be a slave to the clock).
- Periodically review what has been accomplished and move on the next item.
- Leave time to sum up and celebrate accomplishment of outcomes and end by enumerating specific follow up activity (what, who, when). End with a plan for the next meeting (date, time, tentative agenda). For a series of meetings, set the dates well in advance so members can plain their calendars.

Some Group Dynamics to Anticipate

- *Hidden Agendas* -- All members should agree to help keep hidden agendas in check and, when such items' cannot be avoided, facilitate the rapid presentation of a point and indicate where the concern needs to be redirected.
- *A Need for Validation* --When members make the same point over and over, it usually indicates they feel an important is not being validated. To counter such disruptive repetition, -account for the item in a visible way so that members feel their contributions have been acknowledged. When the item warrants discussion at a later time, assign it to a future agenda.
- *Members are at an Impasse* -- Two major reasons groups get stuck are: (a) some new ideas are needed to "get out of a box" and (b) differences in perspective need to be aired and resolved. The former problem usually can be dealt with through brainstorming or by bringing in someone with new ideas to offer; to deal with conflicts that arise over process, content, and power relationships employ problem solving and conflict management strategies (e.g., accommodation, negotiation, mediation).
- *Interpersonal Conflict and Inappropriate Competition* -- These problems may be corrected by repeatedly bringing the focus back to the goal -- improving outcomes for students/families; when this doesn't work; restructuring group membership may be necessary.
- *Ain't It Awful!* -- Daily frustrations experienced by staff often lead them to turn meetings into gripe sessions. Outside team members (parents, agency staff, business and/or university partners) can influence school staff to exhibit their best behavior.

Appendix C

Why Restructure Student Support Resources?*

Ultimately, there must be a focus on restructuring all school and community resources that aim at countering youngsters' learning, behavior, emotional, and health problems. From a practical perspective, restructuring the work of school-owned student support services and programs is the key to enhancing educational results. Therefore, we must begin by building around ideas for enhancing school reform policies and their relationship to initiatives to link community services to school sites.

As currently constituted school-owned support services and services in the community that are linked to schools reflect both strengths and weaknesses. Most school-based and linked services target specific types of problems, such as the need to make schools safe, disciplined, and drug free, the need to do something about youngsters who are failing or who may drop out of school, the need to provide special assistance for students who are diagnosed as exceptional children, the need to reduce teen pregnancy or assist pregnant and parenting minors to complete their education, and on and on. Such services have the potential to make things better for youngsters, their families, schools, neighborhoods, and society in general. However, this potential is undercut by serious shortcomings in prevailing policy and practice related to both arenas of activity.

*As an aid in pursuing such restructuring, the Center has developed a *Policymakers' Guide to Restructuring Student Support Resources to Address Barriers to Learning*. This guidebook is available upon request and for the cost of copying and handling.

To be specific:

Current models can't provide for the many in need

In current practice, school-owned education supports tend to overemphasize use of individual and small group interventions and underemphasize school-wide approaches and community partner-ships. Thus, specialists only are able to assist a small proportion of the large number of youngsters in poor urban and rural schools who are experiencing barriers to learning.

With so many youngsters experiencing problems, schools should be adopting new models that use support personnel and resources more effectively. Unfortunately, despite all the emphasis on school reform, this has not happened. Policy and practice related to school owned support services have gone relatively unchanged throughout the recent reform era. This might not be much of a problem if current school reforms effectively addressed barriers to learning and teaching. They do not. School policymakers must quickly move to embrace new school-wide and community-oriented models for dealing with factors that interfere with learning and performance. Then, schools must restructure use of existing education support personnel and resources in ways that ensure the new models are carried out effectively.

Co-located services are sparse and often do not connect with school-owned programs

Because school-owned support services are unable to meet a school's needs when large numbers of youngsters are not doing well, there has been a tendency for some advocates to espouse school-linked services as a strategy to solve the problem. Co-locating community services on campuses can provide increased access. However, given how sparse such services are in poor communities, it is clear that this approach can benefit only a relatively few youngsters at a few schools.

Moreover, in co-locating services, community agencies often do not take adequate steps to integrate with existing school programs. This results in a "parallel play" approach to providing services at school sites that generates a new form of intervention fragmentation. Even worse, in the long run the emphasis on school-linked services may reduce the total pool of resources by encouraging use of contracted services *in place of* school-owned services.

Efforts to Address Barriers to Learning are Marginalized

Underlying the shortcomings of current approaches and the problems of service fragmentation and access is an even more fundamental problem: the degree to which efforts to address barriers to learning are *marginalized* in policy and daily practice.

School reform initiatives primarily stress higher standards, higher expectations, assessment, better instruction, waivers, accountability, and no excuses. The irony is that it is widely recognized that these are insufficient considerations when a school has a large number of poorly performing youngsters . Some school reformers, albeit usually in passing, do cite the potential value of integrated health and social services and school-based centers. Nevertheless, in many districts, a school-by-school analysis will show most sites continue to have difficulty assisting more than a relatively small proportion of students. And, little serious attention is given to clarifying what is really necessary for addressing the various external and internal factors responsible for the majority of problems.

Given the marginalized status, it is not surprising that what most schools offer to address barriers to learning are discrete interventions and time-limited "soft" money projects -- often designed to respond to severe problems and crises. Early-after-onset interventions are rare. Prevention remains an unfulfilled dream. What a school needs is a *comprehensive, multifaceted, and integrated approach for addressing barriers to development, learning, parenting, and teaching.* Yet, almost no thought is given to restructuring current efforts and weaving school- and community-owned resources together to create such an approach. Most "reforms" in this arena do little more than co-locate a few community services at select schools.

As long as efforts to address barriers to learning and teaching are marginalized, reforms to reduce fragmentation and increase access are seriously hampered. Prevailing reforms are likely to produce additional piecemeal approaches, thereby exacerbating the situation. Moreover, the desired impact on learning and performance will not be achieved and desired increases in achievement test score averages will remain elusive.

Needed:
A Policy Framework for Addressing Barriers to Learning and Teaching

The bottom line is that most schools are devoting relatively little serious attention to restructuring their activity for addressing barriers and do not integrate such activity with school reforms. And, this is likely to remain the case as long as new directions for developing improved approaches continue to be a low priority in both policy and practice. A major problem, then, is how to elevate the level of priority policy makers assign to establishing and maintaining comprehensive, multifaceted, and integrated approaches to addressing barriers to learning and promoting healthy development.

Policy must foster a full continuum of integrated systems to enable learning

Related to this problem is the lack of an *explicit policy framework* outlining the nature of comprehensive approaches. Such a framework must be articulated and pursued as a primary and essential component of the reform agenda at the district level and at each school and must be well-integrated with ongoing strategies to improve instruction and management. It is needed to shape development of a continuum of intervention systems focused on individual, family, and environmental barriers. Such a continuum includes systems of prevention, systems of early intervention to address problems as soon after onset as feasible, and systems of care for those with chronic and severe problems. From this perspective, a policy emphasis on developing these systems and implementing them seamlessly is the key not only to unifying fragmented activity, but to using all available resources in the most productive manner.

Policy also must delineate basic areas for developing school-wide approaches for addressing barriers to learning

As should be clear by this point, developing comprehensive, multifaceted, and integrated approaches requires *more than* outreach to link with community resources (and certainly more than adopting a school-linked services model), *more than* coordinating school-owned services, *more than* coordinating school services with community services, and *more than* creating Family Resource Centers and Full Service Schools. None of these constitute school-wide approaches, and the growing consensus is that school-wide and, indeed, community-wide approaches are essential.

Unfortunately, when it comes to addressing barriers to learning, schools have no guidelines delineating basic areas around which to develop school and community-wide approaches. Thus, it is not surprising that current reforms are not generating potent, multifaceted, integrated approaches.

Getting From Here to There

Efforts to restructure how schools operate require much more than implementing demonstrations at a few sites. Improved approaches are only as good as a school district's ability to develop and institutionalize them at every school. This process often is called diffusion, replication, roll out, or scale-up.

In pursuing major systemic restructuring, a complex set of interventions is required. These must be guided by a sophisticated scale-up model that addresses substantive organizational changes at multiple levels. A scale-up model is a tool for systemic change. It addresses the question "How do we get from here to there?" Such a model is used to implement a vision of organizational aims and is oriented toward results.

Successful systemic change begins with a model that addresses the complexities of scale-up

The vision for *getting from here to there* requires its own framework of steps, the essence of which involves establishing mechanisms to address key phases, tasks, and processes for systemic change. These include creating an infrastructure and operational mechanisms for

creating readiness: enhancing the climate/culture for change;

initial implementation: adapting and phasing-in a prototype with well-designed guidance and support;

institutionalization: ensuring the infrastructure maintains and enhances productive changes;

ongoing evolution: creative renewal.

Restructuring Support Services from the school outward

The focus is first on what is needed at the school-level . . .

. . . then on what families of schools and system-wide resources can do to support each school's approach for addressing barriers to learning and teaching

From a decentralized perspective and to maintain the focus on evolving a comprehensive continuum of programs/services at *every school site,* it is a good idea to conceive the process of restructuring from the school outward. That is, first the focus is on school level mechanisms related to the component to address barriers to learning and teaching. Then, based on analyses of what is needed to facilitate and enhance school level efforts, mechanisms are conceived that enable groups or "families" of schools to work together to increase efficiency and effectiveness and achieve economies of scale. Then, system-wide mechanisms can be (re)designed to support what each school and family of schools are trying to develop.

An infrastructure of organizational and operational mechan-isms for a school, multiple school sites, and system-wide are required for oversight, leadership, resource development, and ongoing support. Such mechanisms provide ways to (a) arrive at decisions about resource allocation, (b) maximize system-atic and integrated planning, implementation, maintenance, and evaluation of enabling activity, (c) outreach to create formal working relationships with community resources to bring some to a school and establish special linkages with others, and (d) upgrade and modernize the component to reflect the best intervention thinking and use of technology. At each system level, these tasks require that staff adopt some new roles and functions and that parents, students, and other representatives from the community enhance their involve-ment. They also call for redeployment of existing resources, as well as finding new ones.

Key steps involved in restructuring and specific mechanisms needed at each level are discussed. At the school level, possible mechanisms include school-based program teams, a site resource coordinating team, a site administrative leader, and a staff lead. For a group of schools working together, the essential mechanism is a multisite resource coordinating council. System-wide the need is for a district leader for the component, a leadership group, and a resource coordinating group. A cadre of "organization facilitators" provide a unique mechanism for facilitating change throughout the system. From a policy perspective, it is recommended that the district's Board establish a standing committee focused specifically on the component to address barriers. Appended discussions expand on key points, and some resource tools also are included to aid those who undertake the reforms.

Awareness of the myriad political and bureaucratic difficulties involved in making major institutional changes, especially with limited financial resources, leads to the caution that the type of large-scale restructuring described is not a straight-forward sequential process. Rather, the changes emerge in overlapping and spiraling phases.

UCLA CENTER FOR MENTAL HEALTH IN SCHOOLS

Under the auspices of the School Mental Health Project in the Department of Psychology at UCLA, our center approaches mental health and psychosocial concerns from the broad perspective of addressing barriers to learning and promoting healthy development. Specific attention is given policies and strategies that can counter fragmentation and enhance collaboration between school and community programs.

MISSION: *To improve outcomes for young people by enhancing policies, programs, and practices relevant to mental health in schools.*

Through collaboration, the center will

- enhance practitioner roles, functions and competence
- interface with systemic reform movements to strengthen mental health in schools
- assist localities in building and maintaining their own infrastructure for training, support, and continuing education that fosters integration of mental health in schools

**Technical Assistance* **Hard Copy & Quick Online Resources*
**Monthly Field Updates Via Internet* **Policy Analyses*
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**In 1995, two national training and technical assistance centers focused on mental health in schools were established with partial support from the U.S. Department of Health and Human Services, Public Health Service, Health Resources and Services Administration, Maternal and Child Health Bureau, Office of Adolescent Health. A new five year cycle of support was awarded in 2000 with co-funding from the Substance Abuse and Mental Health Services Administration's Center for Mental Health Services. As indicated above, our center is located at UCLA; the other center is at the University of Maryland at Baltimore and can be contacted toll free at 1-(888) 706-0980.

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